



R04-18-A-040

Office of the Mayor Savannah, Georgia

Eddie W. DeLoach
Mayor

November 16, 2017

Ms. Barbara Alfano
Region 4 Brownfields Coordinator
U.S. Environmental Protection Agency
Sam Nunn Atlanta Federal Center
61 Forsyth Street, Atlanta GA 30303-8960

Dear Ms. Alfano:

The City of Savannah is pleased to submit the attached application to the FY 2018 US EPA Brownfields Program for a Brownfield Community-Wide Assessment Grant in the amount of \$300,000 (\$150,000 for Hazardous Substances and \$150,000 for Petroleum) to assess parcels of land in a historic targeted corridor; a 2 mile section of Martin Luther King Jr. Boulevard and Montgomery Street, which stretches from Exchange Street to the south, beyond the I-16 flyover to Bay Street.

The MLK and Montgomery Street corridor has been an important artery of industry and trade for Savannah and the southeast since the Colonial days and was the center of commerce to the African-American community during segregation. The area was a thriving business and residential community of individuals from a variety of ethnic backgrounds and cultures from the 1920s until its decline in the 1970s. In the 1960s and 1970s, inappropriate development and demolition along MLK and Montgomery Street affected such notable landmarks as the Union Train Station and the Railroad Roundhouse Complex. The Union Train Station, which housed the north-south rail passenger transfer station, was demolished to make way for the construction of the I-16 flyover ramp. Outsourcing, offshoring and automation took its toll on manufacturing and industry in the corridor. The completion of Interstate 16 from Atlanta to Savannah bypassed the targeted corridor, and businesses that once thrived along the corridor suffered as its customer base was redirected. Many businesses closed and the properties were never redeveloped. The Great Recession furthered the community's decline with bankruptcy and relocation of what limited businesses had survived. **Over time, the corridor has become the dividing line between affluence and poverty; the served and the underserved.** Brownfields line the corridor and threaten the health and prosperity of area occupants, some of the lowest income residents in all of Georgia. The majority of residents here are impoverished minorities with limited opportunities and constrained access to jobs, quality health care and healthy food. This area is also plagued with high crime.

But still, there is hope. The target corridor is still a major thoroughfare to and from downtown, with the Northern half mile of the corridor defining the Southwest border of the Savannah historic district. The corridor also includes a National Register Historic District, the Cuyler-Brownville Neighborhood, one of Savannah's oldest African American neighborhoods. The City has completed extensive planning efforts for the target corridor and together with area residents and stakeholders is working to rebuild, focusing on properties with true local development potential. The sites proposed for assessment were selected through community-driven efforts, and were chosen for their strategic position at major nodes along the target corridor and catalytic

potential to spur reinvestment. This effort will complement other initiatives, including the I-16 flyover removal and Savannah's Arena District plan.

The redevelopment strategy of this project is to create a meaningful corridor of renewal, on which the community can capitalize in the area of greatest social and economic need. The proposed furthers the City's *MLK, Jr. Boulevard and Montgomery Street Corridor Urban Redevelopment Plan*, *City's Enterprise Zone* and the City's *Comprehensive Plan* recommendations by providing a pathway for redevelopment and reinvestment to occur in an area specifically targeted by all three of the guiding planning documents. The biggest stumbling block between brownfield blight and successful redevelopment is the lack of a deliberate, focused path to renewal. The focus of a successful brownfield is on a complete renewal – assessment, remediation and reuse must all be achieved. That is the path Savannah intends to follow.

Required Information	
a. Applicant Information:	City of Savannah, Georgia
c. Funding Request:	<i>i.</i> Grant type: Assessment <i>ii.</i> Assessment type: Community-wide <i>iii.</i> Funds requested: \$300,000 <i>iv.</i> Contamination: Hazardous Substances \$150,000 and Petroleum \$150,000
d. Location:	City of Savannah, Chatham County, Georgia
e. Property Information:	Not applicable
f. Contacts:	<i>i.</i> Project Director: Nick Deffley, MPP, Sustainability Director, City of Savannah 2 East Bay Street Savannah, GA 31402 Office: (912) 651-6909 Cell: (912) 414-8959 NDeffley@Savannahga.Gov <i>ii.</i> Highest Ranking Elected Official: Eddie DeLoach, Mayor, City of Savannah 2 East Bay Street Savannah, GA 31402 Ph: 912-651-6444 Fx: 912-651-6805
i. Population:	<i>i.</i> Population: 145,674 <i>ii.</i> Target area population: 4,427 <i>iii.</i> Persistent poverty county: No

The City of Savannah appreciates the opportunity to apply for FY 18 EPA Brownfields Community-wide Assessment Grant funding. If you have any questions, please do not hesitate to contact us.

Sincerely,



Eddie W. DeLoach
Mayor

Appendix 3 - Regional Priorities Form/Other Factors Checklist

Name of Applicant: City of Savannah, Georgia

Regional Priorities Other Factor

Regional Priority Title(s):

Assistance to Communities That Have Limited In-House Capacity to Manage Brownfield Projects.

This regional priority includes proposed projects that provide support to communities that have limited capacity or administrative infrastructure to effectively manage brownfields programs. Proposals that include partnerships among governmental entities having shared jurisdiction over the target sites (e.g. state, regional authorities, local governments) relate to this priority.

Page Number(s): NOT APPLICABLE

Assessment Other Factors Checklist

	Other Factor	Page #
	<i>None of the Other Factors are applicable.</i>	
	Community population is 10,000 or less.	
	The jurisdiction is located within, or includes, a county experiencing "persistent poverty" where 20% or more of its population has lived in poverty over the past 30 years, as measured by the 1990 and 2000 decennial censuses and the most recent Small Area Income and Poverty Estimates.	
	Applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
	Target brownfield sites are impacted by mine-scarred land.	
X	Project is primarily focusing on Phase II assessments.	9
X	Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion, by identifying in the proposal the amounts and contributors of resources and including documentation that ties directly to the project.	10
	Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant.	



ENVIRONMENTAL PROTECTION DIVISION

Richard E. Dunn, Director

Land Protection Branch
2 Martin Luther King, Jr. Drive
Suite 1054, East Tower
Atlanta, Georgia 30334
404-657-8600

October 10, 2017

VIA ELECTRONIC MAIL to NDeffley@savannahga.gov

Mr. Nick Deffley
Sustainability Director
City of Savannah
1 Waring Drive
Savannah, Georgia 31404

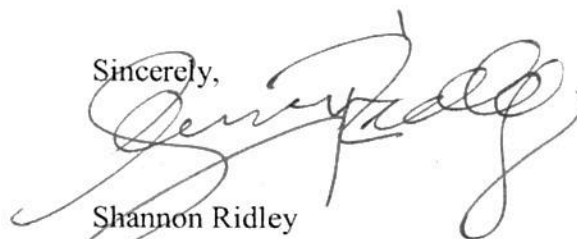
RE: State Acknowledgement Letter – Brownfields Community -Wide Assessment Grant
Application –City of Savannah

Dear Mr. Deffley:

This letter serves as acknowledgement from the Georgia Environmental Protection Division ("GA EPD") that the City of Savannah will be submitting an application to the U.S. Environmental Protection Agency ("EPA") for funding assistance under the federal Community-Wide Assessment Grant Program to conduct assessment activities. GA EPD understands that the City is applying for \$300,000 to be divided equally for both hazardous substances and petroleum.

EPD would like to take this opportunity to encourage EPA's positive decision in making a grant award to Savannah for such assessment. A successful award would greatly assist this community in its redevelopment efforts. Thank you for your consideration.

Sincerely,



Shannon Ridley
Brownfield Coordinator

cc: Roger Register, National Brownfields Practice Leader, Cardno
Carolyn Weave, Grants Manager, Cardno

File: EPA Grant Applicants, City of Savannah-Assessment

1. COMMUNITY NEED

a. Target Area and Brownfields

i. Community and Target Area Descriptions Few cities in the United States have a richer history or finer architecture than the City of Savannah. Founded in 1733, Savannah is the oldest city in the State of Georgia and one of the first planned cities in the United States. The City is home to the largest national historic landmark district in the U.S. and boasts beautiful antebellum and Victorian architecture, a primary attraction for the 12 million tourists that visit Savannah annually. Today, Savannah has a diverse population and is home to some 145,674 residents. The economy of Savannah is as diverse as it's populous. A strategic port city since the American Revolution, it is currently the 4th largest container seaport in the Country (<http://www.shiplilly.com/top-25-container-port-rankings-north-america/>).

Agriculture was an essential part of Savannah's economy during its first two centuries. Silk and indigo production, both in demand in England, were early export commodities. By 1767, almost a ton of silk per year was exported to England. Georgia's mild climate offered perfect conditions for growing cotton and rice, which became the dominant commodities after the American Revolution. Their production under the plantation system and shipment through the Port of Savannah helped the city's European immigrants achieve wealth and prosperity. In the nineteenth century, the Port of Savannah became one of the most active in the United States, and Savannahians had the opportunity to consume some of the world's finest goods, imported by foreign merchants. Between 1912 and 1968, the Savannah Machine & Foundry Company became a local shipbuilder. Today, Savannah is a national leader in paper production and is home to the world's largest paper mill, International Paper, which produces containerboard and employs 620 workers (<http://www.internationalpaper.com/savannah-mill.pdf>). Savannah is also home to the Gulfstream Aerospace Company, maker of private jets, as well as various other large industrial interests. Morris Multimedia, a newspaper and television company, is headquartered here. In 2000, JCB, the third largest producer of construction equipment in the world and the leading manufacturer of backhoes and telescopic handlers, built its North American headquarters here.

Spared by Union General Sherman on his notorious march to the sea, buoyancy holds sway in Savannah. The economy of this great city has weathered many economic tides in its rich history of nearly 300 years. Its diversified economic base, which balances international trade, manufacturing, domestic warehousing and distribution centers, military installation and support industries and tourism, is resilient and financial downturns were historically brief and isolated here, affecting one area of commerce, but not others. The Great Recession, however, was different and when the financial downturn sailed into the port city in 2008, the tide changed. Container tonnage, which had risen annually by margins of ten percent or more for decades, flattened and began to fall (bottoming out in 2010) (<http://www.nytimes.com/2008/11/30/business/economy/30econ.html>). Millions of square feet of industrial, manufacturing and warehousing space were vacated and left idle. Consumer spending halted and distribution centers cut back on leased space. Tourism took a nose dive as the entire country reined in spending. Reductions in revenues led directly to a reduction in work force. Thousands of the middle class and working poor alike lost their jobs. Like much of the country, Savannah endured a desperate financial period from 2008 until recovery began here in 2012.

While the affluent areas of the City are enjoying a full economic recovery, other areas have yet to see little if any change. There is a stark contrast between the historic district and adjacent neighborhoods, where great social and economic need exists. **This project will target a community along the dividing line between these two areas, focusing on Brownfield sites within a 2 mile section of the Martin Luther King Jr. Boulevard/Montgomery Street (MLK/Montgomery) targeted corridor, from Exchange Street to the south, beyond the I-16 flyover to Bay Street.** MLK and Montgomery Street have been important arteries of industry and trade for Savannah and the southeast since the Colonial days and was the center of commerce to the African-American community during segregation. The area was a thriving business and residential community of individuals from a variety of ethnic backgrounds and cultures from the 1920s until its decline in the 1970s. In the 1960s and 1970s, inappropriate development and demolition along MLK and Montgomery Street affected such notable landmarks as the Union Train Station and the Railroad Roundhouse Complex. The Union Train Station, which housed the north-south rail passenger transfer station, was demolished to make way for the construction of the I-16 flyover ramp. Outsourcing, offshoring and automation took its toll on manufacturing and industry in the corridor. The completion of Interstate 16 from Atlanta to Savannah bypassed the targeted corridor, and businesses that once thrived along the corridor suffered as its customer base was redirected. Many businesses closed and the properties were never redeveloped.

The Great Recession furthered the community's decline with bankruptcy and relocation of what limited businesses had survived. **Over time, the corridor has become the dividing line between affluence and poverty; the served and the underserved.** Brownfields line the corridor and threaten the health and prosperity of area occupants, some of the lowest income residents in all of Georgia. The majority of residents here are impoverished minorities with limited opportunities and constrained access to jobs, quality health care and healthy food. This area is also plagued with high crime.

But still, there is hope. The target corridor is still a major thoroughfare to and from downtown, with the Northern half mile of the corridor defining the Northwestern border of the Savannah historic district. The corridor also includes a National Register Historic District, the Cuyler-Brownville Neighborhood, one of Savannah's oldest African American neighborhoods. The City has completed extensive planning efforts, as detailed in Section 2 and 3, for the target corridor and together with area residents and stakeholders is working to rebuild, focusing on properties with true local development potential. The sites presented and discussed below were selected through community-driven efforts, were chosen for their strategic position at major nodes along the target corridor and catalytic potential to spur reinvestment. This effort will complement other initiatives, including the I-16 flyover removal and Savannah's Arena District plan.

ii. Demographic Information and Indicators of Need Within Savannah's city limits, a minority majority was established in the 1990 Census, a product of two periods of exodus from the City's core; white flight and bright flight. "White flight" came first after school desegregation in the 1960's and 1970's. Middle and upper income white families left the city, moving onto the islands and west Chatham and later out into Effingham and Bryan counties for better schools. The next exodus, "bright flight," and was triggered when upper and middle class African-American residents left for the same reasons: Fear of crime and the desire for better schools and newer homes. In Georgia, annexation laws contribute to the shift. In Texas, for example, as white populations moved out of urban cores, annexation laws allowed cities to expand their boundaries to still include the migrating residents. Georgia's more complicated annexations make it harder for cities to recapture residents who move into the county (<http://savannahnow.com/news/2011-01-30/diverse-and-divided-city>). The exodus of the middle class and the introduction of the interstate system to serve the new suburbs had a particularly significant impact on the target corridor and results in the grim demographic showing are detailed in the table below. The population shift removed a significant source of wealth and consumer spending from the target area forever changing the commercial landscape, income averages plummeted and the norm of home ownership was replaced with rental properties.

Table 1: Demographic Information

	TARGET AREA		City of Savannah	Georgia	USA
	Census Tract 12	Census Tract 113			
Population	1,962	2,465	145,674	10,006,693	316,515,021
Children	28.1%	31.2%	25%	24.9%	23.3%
Female	54.3%	56.8%	51%	51.2%	50.8%
Minority	99.6%	50.2%	63.8%	39.8%	26.4%
African-American	97.4%	43.3 %	55.4%	30.9%	12.6%
Poverty Rate	62.2%	59%	26.5%	18.4%	15.5%
Unemployment	20.2%	9.9%	6.1%	9.7%	8.3%
Per Capita Income	\$8,255	\$16,119	\$23,930	\$25,737	\$28,930
Median Household Income	\$11,993	\$18,210	\$53,889	\$49,620	\$53,889

SOURCE: American Factfinder 2015

As evidenced above, there is a stark difference between the target area and the rest of the City. The poverty rate in the target area (Census tracts 12 and 113) more than doubles the City rate and triples state and national rates. **These poverty rates have persisted in Savannah for more than 30 years.** Per capita incomes here are just a fraction of those found in the nation, state and City. Unemployment is exceedingly high. These conditions have been perpetuated by a prevalence of brownfields sites, which further erode the community. The long term impacts of generational poverty and enduring blighted have resulted in higher crime rates, educational challenges, poor housing and human health conditions, and the lack of sustainable employment. The dividing line between the historic district and the targeted area is Martin Luther King Boulevard (target corridor). On one side, the historic district with

eloquent housing, and the education level and incomes to match steep home prices are in stark contrast to the target area. Adjacent to the I-16 flyover, the target area includes a large public housing complex, as well as other low rent apartments and single family homes, carved up into smaller dwellings to accommodate the renter population, which make up over 80% of the residency. In CT 12, African Americans make up over 90% of the community, with a median household income of less than \$12,000, and where over 30% of adults failed to complete high school. The unemployment rate in this area is over 20%. CT 113 is equally disadvantaged, financially. High percentages of sensitive populations reside in both CTs that make up the target corridor; children, women of child bearing age and minority populations comprise the majority of residents along the target corridor.

iii. Description of the Brownfields A formal brownfield inventory of the target corridor has been conducted. In addition to a field survey and review of historical Sanborn maps, the City solicited feedback on site identification from community members and organizations, the Savannah Development & Renewal Authority, and reviewed property records from the Chatham County Board of Assessors. Over 40 potential Brownfield sites (representing 22 acres of unused, environmentally suspect property) were identified directly within the target corridor along MLK/Montgomery. For decades these sites have negatively impacted the quality of life in the area and stigmatized the corridor (see 1.b.). The potential Brownfield sites in the target area include former gas stations, dry cleaners, and auto repair shops. Greater than 25 of the sites are vacant, and of those sites, more than 16 are open lots with no vertical building structure, one of those is known to have been occupied by an auto body and paint shop, and nine have structures that are boarded up. One of the identified sites, a former dry cleaner, is identified on the State's list of underground storage tanks (USTs) as a release location, and is a potential vapor intrusion (VI) source. In addition to above-mentioned risks, the corridor between MLK and Montgomery St. has a higher risk of lead contamination due to the presence of 24+ former auto repair shops and the remnants of 14+ filling stations from a time period when MLK was the Highway 17 extension through Savannah. According to the 1956 Sanborn maps, there are at least five known former dry cleaners and a number of other industrial sites along or adjacent to the corridor. Information regarding each of these properties has been compiled in an interactive inventory, the Brownfield Site Index (BSI).

Development patterns in this historic City, constructed at a time when environmental risks were not understood, translates into an inherent risk; commercial and industrial uses are in immediate proximity to residential properties (next door). In the target corridor, this is the case. Residents have a strong desire to see change and opportunity return to their community and have actively participated in identifying and subsequently, prioritizing sites for focus. From this firm foundation, priority has been given to the following catalyst sites for the proposed project:

Table 2 - Priority Brownfield Catalyst Sites

Site	Address	Size & Condition	Historical Use – Contaminants – End Use
First African Baptist*	23 Montgomery St.	< 0.5 acres; poor condition pavement	Petroleum Community Center & Rain Garden
Quality Paint & Body	1301 Montgomery Street	0.5 acres Vacant commercial	Hazardous Materials Commercial assemblage
Former Gas & Service Station	1408 Montgomery Street	0.2 acres Dilapidated	Historical Gas & Service/Used Car lot Petroleum & Hazardous Materials Commercial assemblage
Former Car Detailing	2301 Montgomery Street	0.1 acres Vacant w/ Dilapidated Structure	Hazardous Materials Farmer's Market
Former Gas & Service Station	799 MLK Blvd	0.64 vacant (USTs)	Historical Gas & Service/Used Car lot Petroleum & Hazardous Materials Health Clinic
Priesters Auto	1505 MLK Blvd	0.25 acres Vacant	Petroleum Commercial/Organic Grocery
Dilapidated Structure	2203 MLK Blvd	0.3 acres Vacant	Hazardous Material Affordable Home Development
Canal District Property	622 Stiles Avenue	6.97 acres Vacant lot	Industrial Uses Hazardous Materials Canal District Redevelopment Assemblage

*access acquired

b. Welfare, Environmental, and Public Health Impacts

Welfare Impacts Welfare issues abound in the target corridor. Blight, health and safety issues, restricted access to

community services and substandard housing all present a threat to the public welfare. **Blight** is apparent from the moment you enter the target corridor. **Low per capita income, high poverty rates, high unemployment, low educational attainment levels, lower median home values** (compared to other City values) are strong indicators of this distress: 88.6% of households within the project census tract live in a rented property (ACS 2015) and **62% of housing in the target area is described as stressed** compared to the **US median of 28.1%** (cdc.gov). Living environments, including housing and institutional settings, can support health. Quality housing is associated with positive physical and mental well-being. A house is defined as stressed if one or more of the following criteria is met: 1) housing lacked complete plumbing; 2) housing lacked complete kitchens; 3) household is overcrowded; and 4) household is cost burdened (monthly housing costs (including utilities) that exceed 30% of monthly income) (cdc.gov). **The distressed economic conditions combined with the deteriorated physical environment confirm the existence of blight:** the City wrote two times the number of property code violations here than elsewhere in the City. Besides being run down, area residences have occupancy rates that exceed the national average: in the US only 1.0% of homes have 1.51 or more occupants per room; in the targeted community 25.3% of homes exceed the 1.51 rate, a prime indicator of housing stress and poverty (ACS, 2015).

Health and Safety are also brownfield related concerns in the target corridor. Unoccupied buildings, such as those at Sites 2 and 7 (table 2), are attractive nuisances, **the perfect setting for vagrancy, drug or any other illegal activity, which frequently occurs here.** The site and structures are unsecured. The abandoned sites in the area **create an atmosphere of insecurity** amongst area residents. **Trespassing** is common on the catalyst sites, used by residents (particularly school children) as a short cut from nearby schools and parks. Street lighting along the target corridor is sub-standard with numerous street lamps below desired service levels, which increases the likelihood for crime. Local data supports this. **Rate of violent crime here is 316.5 compared to 199.2** nationally, endangering the local populous. **Crime incident rates in the target area are 197% more prevalent** than across the whole of Georgia (www.citydata.com).

Reductions to Health Care Access. Community residents have less access to insurance because of job losses and underemployment due to business closures directly tied to now brownfield sites. The targeted corridor's **CT 12 and 113 are both defined as medically under-served communities** scoring a 31 out of 100 (100 indicates no need) on the Health Resources and Services Administration Index of Medical Underservice. **Fresh food grocers are in drastically short supply.** The USDA Food Access Research Atlas considers the project area as a low-income and low-access tract meaning that residents have to walk up to 10 miles to a grocery store. Compounding issues of access to healthy food is **low vehicle availability.** USDA reports that the area has a relatively high number of households (27.5%) without personal vehicles (www.erd.usda.gov). Lack of access to fresh foods compounds the issues with healthcare access and makes the need for economic development even more profound.

Older, substandard housing presents a number of welfare issues as well. Per a number of national studies, the burden of lead impact has fallen heavily on African American communities, subjecting this group to more frequent incidence of lead poisoning than white Americans. In urban communities like the target corridor, dilapidated housing with peeling lead paint beside roads with past leaded gasoline use has led to higher lead toxin levels in soil samples. This poses a risk to children playing on contaminated lots, school yards, and household lead dust exposure. These trends likely affect the MLK/Montgomery St. corridor, and are a special concern given that the young, low-income residents often live in older housing and attend aging schools and preschools. Studies have linked lead to child development issues like reduced IQ, higher dropout rates, reading deficits, and even crime, compounding economic and educational difficulties.

i. Cumulative Environmental Issues Mention has already been made to the numerous brownfields identified within the target corridor. However, the target area is also subject to a number of other cumulative environmental issues, including; the siting of historical industry and noxious uses within a predominantly low income, minority community, highways that have impacted the target area through both physical expansions and ever increasing congestion, rail lines, and antiquated housing historically built with hazardous building materials. The location of these uses within Savannah's historically African American neighborhoods was an unfortunate, although deliberate, byproduct of racial segregation and economics during the City's early development and one that continues to promulgate environmental justice issues today. The presence of the many risks associated with these additional sources of pollution through all three of the primary pathways of human exposure; air, water and soil is well

documented. Air quality and soil impacts have been noted by the Georgia Environmental Protection Division. The surficial soils within the limits of the corridor have been found to be contaminated by precipitated air emissions from historic heavy industry located in and immediately adjacent to the target corridor, including; Chatham Steel (.5 miles), Georgia Power's Plant Kraft (7.5 miles), International Paper (4 miles) and a historic railroad shipping yard (.5 miles). The proximity to interstate I-16/SR-17 highway with associated truck and vehicle traffic which travels immediately adjacent to the corridor compounds industrial emissions. According to the Georgia DOT, 58,840 vehicles travel this stretch of the interstate every day, with the number expected to climb to 69,180 by 2020. A number of historic rail lines traverse the target corridor. In addition to the exhaust emitted by diesel locomotives, these lines were routinely sprayed with pesticides to prevent vegetative growth for decades before the practice was banned. Residual impacts are likely present in soils. Additionally, these lines transport high hazard cargo and present a risk to pedestrians and vehicles at crossings. With respect to USTs, per the available Georgia Department of Natural Resources Environmental Protection Division (EPD) database, there are over 20 registered storage tank sites in the corridor, and tanks on at least eight of these sites are known to have leaked. As noted, the prevalence of old dry cleaning facilities is also a concern with respect to the potential for vapor intrusion (VI). Soil impacts present grave potential for eventual groundwater exposure as particulate matter percolates with water through runoff and drainage. The likely presence of heavy metals, like lead, in the surface soils represents a persistent cumulative exposure concern with respect to the many children residing in the target area. The EPA EJ Screen tool highlights the corridor as exceeding the 75th percentile for key environmental health indicators, like Diesel PM, Cancer Risk, Lead Paint and Traffic Proximity.

ii. Cumulative Public Health Impacts There are three main pathways of exposure to environmental contamination; air, water and soil. Documented and suspected contamination within the targeted corridor encompasses all of these. The corridor is subject to both legacy soil contamination and the ongoing air toxics from present day industrial operations and the other cumulative sources of pollution identified above. Storm water runoff allows contaminants to migrate to off-site locations. Additionally, parts of the community are prone to flooding which elevates this risk. The corridor's proximity to the I-16 flyover is a source of carbon monoxide, ozone, particulate matter and nitrogen dioxide. Health problems related to air pollution are significant within 200 m (656 ft) of major roads, and are known to include asthma, cancer and low-birth weight. Emissions from industry including paper manufacturing, concrete plants, and rail/shipping operations, contribute to the area's particulate load, most notably sulfur dioxide and lead. A U.S. Environmental Protection Agency analysis of sulfur dioxide data from 2007-2009 gives Chatham County a value of 71 parts per billion, a pollutant that worsens wheezing and coughing, making it harder to breathe for asthmatics and those with other lung diseases. This is particularly impactful to the many children that reside here, who have higher respiration rates, immune systems not fully developed and greater risk of exposure through play on potentially contaminated soils. Furthermore, VI of perchloroethylene from former dry cleaning sites have been shown to have neurobehavioral impacts on area residents. According to the Coastal Georgia Indicators Coalition, there are ~92,000 lbs. of recognized carcinogens released into the air annually, with a concentration in the heavily industrialized west side, including the MLK/Montgomery St. corridor. The report also says that ~8,100 lbs of persistent bioaccumulative and toxic chemicals (including lead and mercury) are released in the area annually.

Public health and risk of exposure are significant concerns in the targeted community. A closer look at health data for the area, indicates these concerns are well founded. According to health data obtained through the Chatham County Health Department and Georgia Department of Public Health, **exhibits higher asthma rates, infant mortality rates and substantially higher death rates from cancer**, when compared to state and national figures. Incidence rates for the target corridor tell the tale: According to data collected by the American Academy of Allergy Asthma & Immunology, **ASTHMA** affects 1,043 persons in the target zip code, of which 846 are African Americans (approximately 18.6% of target population vs. 8.2% nationally). **CANCER** rates are also higher than state and national totals for both incidence and death rates. Savannah's incidence rate for all cancers is 21.7:100,000 compared to the state rate of 15.7:100,000 and the national rate of 17.2:100,000 (American Cancer Registry). **INFANT MORTALITY** in the target area is nearly double the state 13.3 per 1,000 births compared to Georgia's rate of 8.4 (Georgia Department of Public Health, 2013).

The groups most at risk for exposures and health risks associated with brownfields are the most sensitive among the human population. The target corridor is home to a number of these **sensitive populations**, including minorities

(72%), children (31%), and women of child bearing age (41%), and low income persons (61%). These population groups are particularly and disproportionately subject to higher rates of poverty and subsequently are at greater health risk from environmental factors. This is due in large part because they are more likely to live in older, substandard housing units and in closer proximity to environmental pollutants.

c. Financial Need

i. Economic Conditions Although a stone's throw from Savannah's historic core, a vibrant tourist area with over 12 million visitors annually, the targeted corridor is truly a world away. The most extremely economically challenged area within the City, the MLK/Montgomery corridor exhibits severely depressed incomes, sky high unemployment and exceedingly high rates of poverty are detailed above in 1.a.ii. Industrial job loss on the West Side from Imperial Sugar refinery cut backs that resulted from the 2008 explosion, and Union Camp paper mill sale to International Paper that resulted in 1,400 jobs lost has hurt the corridor. These impacts are in addition to those of the Great Recession. More recently, the City was heavily impacted by Hurricane Matthew in October 2016. It is estimated that Hurricane Matthew may cost up to \$10 billion dollars in damages and lost revenue. Cleanup lasted through May 2017, which has redirected City and community resources from other critical areas. The values of the properties in the shadow of a high speed interstate surrounded by historic rail lines and a graveyard of vacant, environmentally suspect commercial and industrial sites in a crime ridden section of town are the lowest of any City wide. New development is non-existent here and without assessment to clearly define the presence/extent of environmental contamination, it is unlikely to occur. Sadly, the environmental stigma does not stop at the suspect brownfield sites. Property values for residences are a mere fraction of their counterparts in other areas and well over 80% of residents rent. The few sales that do occur here are sold to landlords as rental properties with single family homes carved into small apartments to maximize rental revenue. Commercial and industrial properties fail to contribute much either, as many are idle and vacant. As of 2015, there are 169 properties with municipal tax delinquencies in the target corridor. The number of vacant, abandoned and derelict properties within the corridor, account for a significant portion of property that produce no tax revenues whatsoever. Much of the City's budget is dedicated to maintaining its aging infrastructure from the 19th century. **These conditions conspire to create a limited property tax base on which to draw, leaving the City unable to address the current need for assessment and remediation within this community.** While the City acknowledges this socioeconomic discrepancy, there are inadequate funds in its FY 2018 budget to begin to quantify the environmental conditions that plague blighted properties in the corridor. The grant monies will help catalyze growth, by characterizing the environmental status of the corridor's Brownfield sites, providing potential funding opportunities for cleanup moving forward, and spurring new homeowner investment as environmental and crime risks decrease.

ii. Economic Effects of Brownfields The economic conditions discussed above and clearly demonstrated in the Demographic Table (see 1.a.ii) can be both be directly and indirectly tied to brownfields, which so often carry a stigma due to the potential economic burden of known/perceived environmental concerns. As a result, a once thriving industrial or commercial center weakens and eventually withers. Blight ensues, a condition where substantial number of vacant deteriorated structures lead to economic distress or endanger life or property. Businesses locate elsewhere, with lost jobs and opportunity. The targeted corridor presents a living example of these economic effects. Environmental stigma has virtually eliminated property value (both commercial and residential) within the targeted community. This has significantly reduced the tax base and depleted resident/community wealth. Compounding the lack of financial contribution from brownfields (tax delinquencies are an issue) is the strain placed upon City resources to secure sites, maintain derelict properties and provide police and fire resources on sites which are a burdensome haven for vandalism, arson, loitering, drug and other illicit activities. Consequently, the diminishment in property values for these properties and their surroundings also deprive essential city tax revenues. The City's Property Maintenance Department's resources are indeed, strapped, as they must mow, board windows and vent vacant properties/buildings. Squatter's fires and drug use impacts further stretch the department's budget. The blighted, vacant/underutilized properties limit the corridor's tax contribution to the City.

2. PROJECT DESCRIPTION AND FEASIBILITY OF SUCCESS

a. Project Description, Redevelopment Strategy, and Timing and Implementation

i. Project Description and Alignment with Revitalization Plans The City's Brownfield Program will focus on MLK/ Montgomery corridor, a primary gateway to the City and a direct linkage to the City's historic downtown. The

City has completed extensive planning efforts, as detailed in Section 3, for the target corridor and together with area residents and stakeholders is working to rebuild, focusing on properties with true local development potential. The catalyst sites identified and prioritized were selected through community-driven efforts, were chosen for their strategic position a major nodes along the target corridor and catalytic potential to spur reinvestment (see Table 2 1.a.ii). Pre-selected sites were prioritized with stakeholders based on environmental status, extensive public input, and the probability of redevelopment. Criteria included: 1) Redevelopment/job creation potential; 2) Threats to human health/the environment; 3) Impacts on the community/sensitive populations; 4) Environmental justice factors; 5) Existing infrastructure with the potential for reuse; and 6) Owner, developer, or nonprofit interest. As of the issuance of this proposal, the City has access agreements in place for two of the eight catalyst sites, with agreements for all others pending. A formal steering committee (detailed below in 3.a.) has already been established to guide the proposed brownfields project. Community partners have been identified and outreach efforts are already underway. As referenced in Section 3.a.ii, the City held four public meetings to educate the community on the benefits of the brownfield grant program, communicate the City's long-term redevelopment goals, provide notice of the City's intent to apply for the assessment grant, and request their support and feedback. In each instance, neighborhood association presidents, church clergy, and leaders from other community organizations attended. Attendees were broadly supportive and excited about the potential for a reduction in blight and crime, as well as the initiation of a focused redevelopment effort. Residents were specifically excited about the redevelopment of sites as health clinics and businesses providing healthy foods. The primary concerns about redevelopment included neighborhood gentrification and displacement of residents on fixed incomes. As a Community Development Finance Institution (CDFI), Carver State Bank is prepared to support redevelopment of brownfield sites with affordable lending options for low-income groups. To support this effort, the City will prioritize approval of affordable housing options, a J.C. Lewis Health center, healthy food options and open spaces/pocket parks. From this firm foundation, the City is ready to commence assessment activities immediately after award.

The proposed brownfields project is fully aligned with community plans. Specifically, the focus on the target corridor supports and furthers the intent, goals and objectives of the City's *MLK, Jr. Boulevard and Montgomery Street Corridor Urban Redevelopment Plan*. Additionally, the proposed project aids in the visions of both the City's Enterprise Zone and the City's Comprehensive Plan vision for the City to become: "... a community where future growth has a rational foundation in Land Use Planning, where economic growth occurs in a balanced and environmentally-sensitive way, thereby meeting diverse housing needs, preserving historically and culturally-significant resources, providing an efficient multi-modal transportation system, and creating a safe and vibrant community for all citizens to live, work, play, and raise their families." In keeping with this overarching community goal, the City is determined to develop a long-term Brownfield Program that will build upon itself to strategically utilize all facets of the grant program to leverage private local redevelopment and private-public-partnerships (P3s), and improved public facilities funded by increased property tax revenues. The revitalization of the MLK/Montgomery Street Corridor will further job creation efforts along the corridor so that neighborhood residents can either walk or bike to work. Savannah has been proactive in enabling/encouraging alternative, sustainable transportation choices in its historic core and intends to transfer this initiative to the subject corridor with a Complete Streets plan for MLK Blvd. Lastly, the reuse of existing infrastructure furthers City directives to promote infill development.

ii. Redevelopment Strategy The redevelopment strategy for the proposed project furthers the *MLK, Jr. Boulevard and Montgomery Street Corridor Urban Redevelopment Plan*, *City's Enterprise Zone* and the *City's Comprehensive Plan* recommendations by providing a pathway for redevelopment and reinvestment to occur in an area of great need, specifically targeted by all three of the guiding planning documents. The City recognizes that the biggest stumbling block between brownfield blight and successful redevelopment is the lack of a deliberate, focused path to renewal. The focus of a successful brownfield is on a complete renewal – assessment, remediation and reuse must all be achieved. **The redevelopment strategy of this project is to create a meaningful corridor of renewal, on which the community can capitalize in the area of greatest social and economic need.** Additionally, since all of the sites targeted have infrastructure in place (water, sewer, roadways), the City is promoting the reuse and renewal of significant public investment and presents a major savings to investors.

(a) Timing and Implementation The Project Director and Technical Director, will schedule and plan public meetings upon notification of a Brownfields award. Within two months of consultant on-board the project team will

coordinate with the GDNr representative, the EPA project officer, and the environmental consultant and hold the first project (kick off) meeting. The internal project team and consultant will meet *monthly* (and *quarterly* by conference call with GDNr and EPA) to review the project's progress to ensure the objectives and schedule are met. Then activities will commence within the first three months of an award agreement. Since priority properties are already defined (see section 2.a.iii (b), below), Phase I and II work should also start quickly with outputs in the first year. The Community Involvement Plan (CIP) will be updated with public input *by the end of month 4*. The accomplishments will be tracked and measured with the first quarterly report submitted *by the end of Month 4*, or earlier as required by the grant award document. We anticipate our consultant completing a Generic Quality Assurance Project Plan (QAPP) which will be submitted for EPA review *no later than month 4*. Site-specific QAPPS (Sampling Plans and Health & Safety Plans) will follow this timing. Cleanup and redevelopment planning (ABCAs) will be *initiated and completed in months 9 through 33* as sites are assessed, and priority determined. The Project Director with support from the experienced consultant team will keep track of project milestones and complete reporting (including through EPA's ACRES data-base), and will ensure final expenditures are made, all data is entered into ACRES, all project activities and reports are completed before the end of the 3-year project period. Key project activities highlighted below include: (a) Contractor procurement: In anticipation of the grant award, The during Q1 of 2018, the City of Savannah will formally solicit proposals from qualified environmental consultants with EPA Brownfield experience to execute the assessment work so that assessment work can begin immediately once the cooperative agreement for the grant is in place Contractor procurement will comply with state requirements and federal requirements (2 C.F.R. 200 and EPA's rule at 2 C.F.R. 1500). (b) Site prioritization and selection process: As discussed earlier, site selection and prioritization has already begun as a community driven process. The catalyst sites were chosen for their strategic position at major nodes along the target corridor and catalytic potential to spur reinvestment (see Table 2 1.a.ii). Pre-selected sites were prioritized with stakeholders based on environmental status, extensive public input, and the probability of redevelopment. Criteria included: 1) Redevelopment/job creation potential; 2) Threats to human health/the environment; 3) Impacts on the community/sensitive populations; 4) Environmental justice factors; 5) Existing infrastructure with the potential for reuse; and 6) Owner, developer, or nonprofit interest. As of the issuance of this proposal, the City has access agreements in place for two of the eight catalyst sites, with agreements for all others pending. A formal steering committee (detailed below in 3.a.) has already been established to guide the proposed brownfields project. Community partners have been identified and outreach efforts are already underway. (c) Obtaining and securing site access: Access to more than half of the catalyst sites identified has been secured. As a result, assessment activities can begin upon formal authorization of the cooperative agreement with EPA. The City has extensive experience identifying and resolving issues concerning ownership, liability, zoning, permitting, and site access. First meetings with affected landowners are conducted to explain the process and the benefits of grant funded Environmental Site Assessment. Legal services and other tools are available as needed for access to properties. Table 4 presents a schedule, assuming grant award during the fourth quarter of 2017.

Table 4 Schedule

Event/Task	Implementation Period
Grant Award	Q4 2018
Consultant Selection	Q1 –Q2 2018 (completed in advance of award to facilitate immediate program productivity)
Community Involvement/Participation	Q4 2018 – Q4 2020
Site Characterization (Phase I & II ESAs)	Q1 2018 – Q2 2019
Cleanup planning	Q3 2019 – Q3 2020
Closeout	Q3 2020

b. Task Descriptions and Budget Table

i. Task Descriptions The City is requesting a \$300,000 Brownfield Assessment Grant to be split equally between hazardous substance and petroleum sites. A three-year time frame in which to complete the assessment portion of its brownfields program is proposed. However, given that access agreements are in place for many of the catalyst sites, it is anticipated that much of the work may be completed within two years. The contractual budgets in all tasks were based upon estimates provided through outreach to consultants with previous experience with

Brownfield assessment projects and municipal Brownfield Programs. As detailed in 2.c. below, the City acknowledges that the cost of the internal management of the program will likely be greater than that which is budgeted. As a result, the City has budgeted \$30,000 of in-kind services during the grant period. This equates to roughly 900 work hours, (300 per year). The grant program will consist of the four following tasks:

Task 1 Phase I & II Assessments (\$225,000): A generic Quality Assurance Project Plan (QAPP) will be completed by the contractor for review and approval by EPA at a one-time cost of \$5,000. Phase I & II ESA activities of brownfields sites will vary in size and complexity. The City expects to complete 10 hazardous substance and petroleum Phase I ESAs at an average cost of \$4,000, for a total cost of \$40,000. Phase II ESAs will be completed based on Phase I ESA results. Before the Phase II work may be initiated, the requisite site-specific QAPP Addendum, as required by the grant and the applicable EPA requirements will be completed and approved by EPA. With consent and agency approval of the QAPP Addendum, the Phase II work will be initiated and project reports will be developed. The Phase II ESA for Site 8 is estimated to cost between \$15,000 to \$25,000 due to its size and location. Additional Phase II ESA activities, including costs for site-specific QAPPs, are estimated to range between \$10,000 and \$45,000, allowing for a total of six Phase II ESAs at an estimated total cost of \$180,000. **This project primarily focuses on Phase II ESAs, with approximately 60% of total project costs dedicated for this use.** Phase I and II ESA activities will be conducted by qualified environmental professionals in accordance with current ASTM standards and All Appropriate Inquiry. Phase I/II funds may be used for Asbestos and Lead Based Paint surveys to support existing building demolition or renovation activities on brownfields properties. City staff time for review of Phase I & II ESA reports is considered an in-kind service and will be funded from the City's budget.

Task 2 Remediation and Reuse Planning (\$39,000): Development of six (6) Analysis of Brownfield Cleanup Alternatives (ABCA) at an estimated cost of \$6,500 for a total of \$39,000 (50% hazardous /50% petroleum). These plans will include description of assessment findings, an analysis of remedial methods, and a defensible development strategy. The ABCAs will also be prepared so that they may serve a Prospective Purchaser Corrective Actions Plans (PPCAPs) which can be used by the City or a developer in their application to be admitted to the Georgia Brownfield Program.

Task 3 Community Outreach (\$21,000): Develop/maintain strategic partnerships and create a Community Involvement Plan; disseminate information/comments to/from community & stakeholders, host community meetings. \$6,000 in travel funds is budgeted to supplement travel funds from other sources; attendance at national/ regional brownfields-related training conferences/workshops is planned. \$15,000 is budgeted for developing the CIP and hosting six community-wide workshops, focus groups, and charrettes/visioning sessions – totaling \$21,000. (50% hazardous /50% petroleum).

Task 4 Programmatic Support: (\$15,000.): This task includes overall program management including: administrative reporting, overseeing contractors for consistency with contractual obligations, and conformance with their plans. The City will directly oversee grant implementation and administration with strict adherence to federal procurement standards, program regulations, and guidance, and will advertise and make available hiring and contracting opportunities to consultant teams which include Disadvantaged Business Enterprises (DBEs). The City's consultant will complete EPA quarterly reports, MBE/WBE forms, & EPA ACRES database and other programmatic support with contractor assistance while providing oversight and review of the programmatic grant elements. \$15,000 is budgeted for contractual program support.

ii. Budget Table.

Hazardous Substances					
	TASK 1 Phase I/II Assessments	TASK 2 Cleanup Plan/ABCA	TASK 3 Outreach	TASK 4 Programmatic Support	Total
Personnel					
Travel			3,000		3,000
Supplies					
Contractual	112,500	19,500	7,500	7,500	147,000
Total (HS)	112,500	19,500	7,500	7,500	150,000
Petroleum Products					

	TASK 1 Phase I/II Assessments	TASK 2 Cleanup Plan/ABCA	TASK 3 Outreach	TASK 4 Programmatic Support	Total
Personnel					
Travel			3,000		3,000
Supplies					
Contractual	112,500	19,500	7,500	7,500	147,000
Total (Pet)	112,500	19,500	7,500	7,500	150,000
Grand Total	\$225,000	\$39,000	\$21,000	\$15,000	\$300,000

c. Ability to Leverage The City acknowledges that the cost to implement its brownfield program will far exceed the \$300,000, which is budgeted and proposed herein. The City has assembled a full complement of leveraged resources that will supplement the EPA Brownfield Funding as properties are developed. Details are provided in the table below. In addition, the opportunity for bilateral leveraging exists in the form of the renewal of Wells Park at 38th Street and Martin Luther King Jr. Boulevard which spans a City block between Martin Luther King Jr. Boulevard and Montgomery Street. The park renewal effort is being initiated with the assistance of the Savannah Development and Renewal Authority (SDRA). SDRA's mission is to lead coordinated strategies of economic development and civic design to strengthen greater Savannah. The City will work with SDRA and utilize a portion of the EPA assessment funding to evaluate properties with perceived environmental conditions in the vicinity of Wells Park that will serve to support the park revitalization and energize the area.

SOURCE	PURPOSE	AMOUNT	STATUS
City Staff	In-kind services towards the management of the cooperative agreement	\$30,000 (\$10,000 per year for 3 years)	Secured
City of Savannah Environmental Services & Sustainability Office	Voluntary Matching Funds	\$15,000 (\$5,000 per year for 3 years)	Secured
Enterprise Zone Funding	Economic Incentive (tax breaks)	Varies by project	Secured
CDBG (US HUD)	Poverty reduction, housing development, community planning	\$3,830,489	Entitlement
Affordable Care Act funding through the J.C. Lewis Center	Development of a brownfield site in the corridor as a health center	TBD	Pending Resource
Special Purpose Local Option Sales Tax (SPLOST)	Parks, greenways and arena district on the West Side, including Complete Streets improvements and connections to MLK Blvd	\$190 million	Secured Resource
Invest Health – Robert Wood Johnson Foundation	Creation of multi-stakeholder plan to improve health and safety services in the MLK/ Montgomery St. Corridor	\$60,000	Secured Resource
Gulfstream Grant	Funds a mobile farmers market	\$90,000	Secured Resource

3. COMMUNITY ENGAGEMENT AND PARTNERSHIPS

a. Engaging the Community

i. Community Involvement Plan The City of Savannah began its efforts to initialize its brownfield Program in 2014, in compliment to a number of planning and sustainability efforts within the target corridor. Since its inception, the City has worked to actively inform and engage members, residents and stakeholders of the target corridor. The effort has been met with early, community driven success. Through a series of community meetings and workshops, (held without the benefit of federal funding support), the City and its many community partners have accomplished the following: Established a process for site identification and Prioritization; Completed an Inventory of Brownfields; Selection of Catalyst Sites; Identification of Desired End Uses; Established a network of concerned citizens, community partners and prospective developers; and, Established a formal steering committee. To date, the City held four public meetings to educate the community on the benefits of the brownfield grant program, communicate the City's long-term redevelopment goals, provide notice of the City's intent to apply for an assessment grant, and

request their support and feedback. In each instance, neighborhood association presidents, church clergy, and leaders from other community organizations attended. Attendees were broadly supportive and excited about the potential for a reduction in blight and crime, as well as the initiation of a focused redevelopment effort. Residents were specifically excited about the redevelopment of sites as health clinics and businesses providing healthy foods. The primary concerns about redevelopment included neighborhood gentrification and displacement of residents on fixed incomes. In response to these concerns, the City has prioritized the end uses of affordable housing options, a J.C. Lewis Health center, healthy food options and open spaces/pocket parks within the proposed project. From this firm foundation, the City is ready to commence assessment activities immediately after award.

The Brownfield Steering committee will lead City efforts to foster and optimize community involvement. The committee includes representatives from partner organizations, community leaders, business community representatives, and interested citizens. To further guide this process, a **formal Community Involvement Plan** will be drafted and adopted within 30 days of issuance of the cooperative agreement for the grant. A total of **six public workshops are planned to occur within the project period**, beginning following issuance of the cooperative agreement and will provide a formal communication strategy to solicit input from local residents of the target area. Notice of all public meetings will be consistent with the City's established process for public notices. Public input will be sought on project planning, site selection and prioritization (for additional sites as funds permit), cleanup decisions (ABCAs) and reuse planning. A **central printed repository of information** will be established within the target community to allow those without computer access to view plans, voice concerns, and provide input towards redevelopment. The assigned EPA Project Officer and GAEPD will be invited to each meeting.

ii. Communicating Progress The City will use a collection of mechanisms to communicate project progress including the established steering committee, quarterly newsletters, various social media outlets, email and public workshops (6 planned; all publicly broadcast on TV) for updates to provide clear information and solicit community resident and stakeholder input. The City has found that this combination of print and digital, remote and in person methods are necessary to reach all intended community members. The proposed method employs all of these and **has proven the most effective in efforts to date within the target corridor**. Project activities and progress reports will be updated on social media and in newsletters on a quarterly basis for the duration of the project. Success stories will be shared through local traditional media, as well, including newspapers (Savannah Morning News and the Savannah Tribune). Public announcements will be sent by email to local community groups that serve residents. Public meetings will be held quarterly in the first project year and then as-needed to: monitor progress, gather input from constituents on reuse, and inform the public of progress and results of program activities. Feedback will be solicited to help inform the City as to the effectiveness of our communication strategy. The afore-mentioned **central repository of information** will allow those without computer access to stay informed about project progress. The City will provide interpreters and/or translators as necessary for non-English speakers and hearing impaired. Facilities for meetings will be ADA compliant to accommodate residents of all abilities.

b. Partnerships with Government Agencies

i. Local/State/Tribal Environmental Authority The Georgia Brownfields Program was established by the Georgia Environmental Protection Division (GA EPD) and is run through their Department of Natural Resources (DNR). The City has worked in conjunction with EPD on site assessments and cleanups and is familiar with their requirements. Over the last two years City and GA EPD staff has worked together to establish a Coastal Branch of the GA Brownfield Association in order to build understanding of brownfield impacts and the remediation programs available. The City has also received input on this brownfield project from Ms. Nikki Haborak, GA EPD's Savannah Brownfield team leader. During the life of the proposed grant, the City will involve Georgia EPD in review and approval of cleanup plans and other site assessment and rehabilitation activities to ensure the brownfields program is successful in addressing and protecting the target area's environmental and human health. The City will collaborate with GA EPD and will encourage site owners to take advantage of the State's Brownfields redevelopment incentives including tax and limited liability incentives implemented to encourage Brownfields redevelopment. Prior to purchasing an eligible property, a prospective purchaser may apply for limitation of liability by submitting a corrective action plan (PPCAP) or a compliance status report (PPCSR). Additionally, Georgia EPD allows for "preferential assessment" of approved Brownfields properties, allowing for reduced property taxes for ten years or until the certified assessment and cleanup costs are recouped.

ii. **Other Governmental Partnerships** In addition to the GAEPD, the City will partner with a number other relevant federal, state, and local governmental agencies during its assessment project to ensure brownfield project success. **Chatham County Department of Public Health (DPH):** DPH will assist with disseminating educational materials and plans to use the information identified in Phase I and II assessments to set goals to limit exposure to hazardous materials and to facilitate public health intervention to reduce exposures (letter of support attached). **Metropolitan Planning Commission (MPC):** The MPC is working on collaborative efforts to reclaim MLK/Montgomery as a major economic mixed-use corridor. They will assist with meeting space, public notification and outreach, and policy and document review (letter of support attached). **Savannah Economic Development Authority (SEDA):** The City and SEDA have agreed to identify collaborative opportunities that will enhance business development along the corridor and the economic impact of the program. **Savannah Area Chamber of Commerce:** The City has been in discussion with Ansley Threlkeld, the Chamber's Governmental Affairs Director. The Chamber will assist with community organization and support for business along the corridor (letter of support attached). **U.S. Army Corp of Engineers:** The City has had discussions with the Sherry McCumber, the Savannah District's Hazardous, Toxic, and Radioactive Waste (HTRW) Section Chief. Upon grant award, Ms. McCumber will meet with the City to discuss next steps.

c. Partnerships with Community Organizations

i. **Community Organization Descriptions & Roles** As stated above, the City has engaged a number of community organizations who have made specific commitments in support of the program. Descriptions provided below:

Community Based Organization	Description	Role
First African Baptist Church	Church	Community Outreach & Meeting Space
Habitat for Humanity	Non-Profit	Technical assistance in building affordable, energy efficient homes in the corridor, and identification of housing development opportunities
Cuyler-Brownville Neighborhood Association	Neighborhood Association	Community organization assistance and regular feedback and involvement in advisory committees.
Step Up Savannah	Non Profit	Assistance with community outreach, support of future environmental workforce development grant applications, workforce training assistance, meeting facilitation, and identifying & coordinating social service needs into corridor.
J.C. Lewis Health Care Centers	Non Profit	Interested in developing a new health care center in the corridor and supporting public health education and testing.
Healthy Savannah	Non Profit	Assistance with community outreach, advocate for access to healthcare, increased mobility options, and access to healthy food options within corridor
Georgia Brownfields Association	Non Profit	Educational Outreach Activity
Chamber of Commerce	Business Assoc.	Marketing & Outreach
Chatham County Health Department	Public Health Agency	Dissemination of Educational Materials
Savannah Development & Renewal Authority (SDRA)	Independent Development Authority	Assistance with introductions to property owners along the corridor, public outreach, and dissemination of information

i. **Letters of Commitment** Letters from all of the above are attached.

d. Partnerships with Workforce Development Programs Savannah will procure services through an open and competitive qualifications-based selection process. Preferential points will be given to those firms that have EPA Brownfield experience that promote use of WMBE teaming partners. Additionally, the City has partnered with two prominent local community organizations, **Step Up Savannah** and **Coastal Workforce Services**, long-standing workforce development programs. Their programs focus on providing training and job placement to predominantly low-income, unemployed/underemployed individuals who have barriers to employment such as history of substance abuse, criminal background, or spotty education. Both organizations have provided letters of support to the City for this application and anticipate applying for future Brownfield Environmental Workforce Development grants to assist in the cleanup efforts identified through the City's Brownfield assessment efforts.

4. PROJECT BENEFITS

a. Welfare, Environmental, and Public Health Benefits As discussed in the Community Need section of this proposal, the MLK/Montgomery Street corridor (target corridor) is one of Savannah's historically African American neighborhoods. Economic shifts and the installation of Interstate 16, which bypassed this prime commercial corridor, decimated the community. Numerous brownfields were left in the wake. The siting of historical industry and noxious uses, the interstate and rail lines, within a predominantly low income, minority neighborhoods was an unfortunate, although deliberate, byproduct of racial segregation and economics during the City's early development. This history continues to promulgate environmental justice issues today. Target area residents are subject to a number of **health and welfare issues** (high rates of poverty, unemployment and crime, coupled with limited access to grocery stores and health services). Further, the residents of the target corridor exhibit a disproportionate number of **causal and related health impacts** (higher rates of asthma, cancer and infant mortality). These impacts are exacerbated by both brownfields in the community and a number of other cumulative sources of pollution (rail yards, highways, historical siting of industry). The **primary direct environmental benefit is the resulting improvement to air, soil, and water quality as sources of pollution are identified and removed**. Identifying contamination through assessment leads to removal and redevelopment, which will eliminate runoff from contaminated soil to sensitive natural environments nearby, including the Savannah River. Not only is this critically important to the protection of sensitive ecosystems, but also to **the protection of groundwater and riverine public water supplies**.

Brownfields assessment and subsequent cleanup and redevelopment can **remove ancillary safety and health threats** posed by area issues, such as abandoned buildings that are structurally unsound and unsafe, storage tanks and residual contamination which could present dangerous atmospheres, contaminated soils, or those that are spread through dust or exposure to soil/water etc. Assessments and eventual remediation completed as a result of this grant will reduce or eliminate potential human exposures to contaminants of the catalytic brownfield sites prioritized for this project and provide a pathway to a revitalized community. Additionally, in the targeted corridor, residents need sustainable redevelopment that includes **living wage employment opportunities, recreational spaces and improved access to goods and services**, all of which will improve the health of the County's under-served and sensitive populations residing here. These same improvements (which are proposed as the end uses for the catalyst sites identified) bring economic improvements in terms of **job creation, increased tax revenues** in an impoverished area and will further the development of other amenities in this under-served community. Within the target corridor, **abandoned buildings and vacant sites are frequently attractive nuisances and provide opportunities for trespassing, crime, vagrancy, and vandalism (all issues as noted in section 1.b.)**. Redeveloping these types of sites not only eliminates the opportunity (removal of abandoned building or vacant lot), but brings about positive opportunities in the form of increased activity, lighting, security and a renewed sense of community pride. All of these outputs result in the **reduction of crime and risks to public safety** presented by derelict structures and residual contaminants. Additionally, an **improved community image**, benefits all residents and supports outside investment and community renewal within this historically significant corridor in Savannah.

The proposed end uses for the specific catalysts sites identified by the proposal and prioritized by community residents address all of these previously presented community needs. **New commercial and retail opportunities** at the Canal District property (site 8) and Quality Paint & Body site (site 2) will bring **enhanced access to goods and community services**, including a fresh food grocer. A **new health center** supported by community partner, the JC Lewis Health Center, is proposed for the former gas and service station located at 799 MLK (site 5). The health center will enhance the ability of residents to access local, affordable health care, a currently lacked resource. **Affordable Housing** is planned as well. Community partner **Habitat for Humanity** is working within the target community to construct new and rehabilitate old housing for target area families. Site 7 is targeted for this end use. These collective efforts will provide a **restored image of the community** and further **community pride**. A **new community center with rain garden** is proposed for Site 1, First African Baptist. Economic redevelopment discussed below in 4.b will also provide welfare and public health benefits for the target corridor population through the realization and opportunity for living wage **employment opportunities**, which would **reduce poverty, improve access to health insurance and ability to afford fresh and healthy foods, healthcare and improved housing**.

b. Economic and Community Benefits The proposed project offers a number of economic benefits, critical to addressing the needs presented in Section 1 of this application: 1) the **removal of blight** through the demolition and rehabilitation of derelict properties that currently are an economic drain on the targeted corridor, 2) effected

redevelopment which provides an **increased tax base** and the **additional leveraged investment of private developers**, 3.) **restoration of community image** within a historic community, 4.) **the reuse of existing infrastructure**, a significant public investment and cost savings to future developers, and 5.) **job creation** within the corridor. Job creation **reduces poverty**, the need for and the strain on public assistance programs (SNAP, unemployment benefits, and housing assistance programs), while **increasing disposable income**, expenditures with the corridor and the **sales tax revenues** collected within the corridor. Removal of blighted properties will result in an improved community image. Coupled with new construction and the reinvestment of private development projects will restore value to this community, increase property tax revenues and provide future public monies to improve community assets. Planned end uses for the catalyst sites proposed affordable housing, a community center, health clinic and new neighborhood commercial uses, assets in drastically short supply within the corridor and desired by area residents. The catalyst sites are within walking distance of a community in great need of living wage employment opportunities.

The City examined the potential for Return on Investment (ROI) during the development of its Brownfield Program. A similar southern city, Columbia, SC, showed that an initial EPA Brownfields investment of \$325,000 over six redevelopment sites spurred \$63.7 million in capital investment and a \$12.5 million increase in taxable property values, as well as 350 – 400 new jobs in the area. The City believes that with careful execution, Savannah's project could be equally successful. In an August 2014 paper prepared by Nancy Frank, PhD, AICP of the University of Wisconsin, entitled "Benefits of Public Investment in Brownfield Cleanup and Redevelopment," statistics indicate that one job will be created in the project corridor for every \$10,000 to \$13,000 spent on redevelopment. Both EPA's statistics and Ms. Frank's paper suggest that \$7.00 to \$19.00 of private funds can expect to be invested per grant dollar, over the next decade the total value of investment in the target corridor could reach \$3.2 million to \$8.0 million, including the initial grant amount. As a result, the creation of in excess of 250 jobs can be estimated.

Assessment of properties within this corridor will not only support and leverage these efforts, but will quantify environmental risks associated with sites positioned for future improvements. **Environmental benefits** include the **identification and removal of contaminants** through subsequent remediation, **improved planned greenspace additions at the First Baptist property (Rain Garden)** and **adjacent street, planned pedestrian and biking amenities throughout the City, including along the target corridor**. As the target corridor is an urban area, developed pre-automobile, a walkable community is far more attainable. **Reductions in vehicular traffic** not only **improve air quality**, but also **promote a healthier lifestyle**. The City is in the process of implementing a citywide sustainability program and these benefits directly align with the goals and objectives of that program.

5. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Audit Findings The City, through the Coastal Workforce Services organization, had an OMB audit finding regarding expenditure of funds for a Welfare to Work grant that was awarded in 1999-2000. In response, the City enacted a more comprehensive documentation and tracking process, established an active and ongoing staff training program, and created a regular internal audit schedule. The City settled the finding in 2007. Since that time, the City has had no adverse audit findings. The City has never been required to comply with special "high risk" terms and conditions under OMB Circular A-102.

b. Programmatic Capability The City of Savannah has the internal capability to manage all technical and administrative aspects of the subject grant. Heading these efforts will be **Project Director**, Nick Deffley, the City of Savannah's Environmental Services and Sustainability Director. Under his leadership, the City of Savannah is currently developing a comprehensive sustainability program across City operations and throughout the community. Mr. Deffley has over 11 years of experience developing, implementing and managing programs and policies that promote sustainability. He has managed multi-million dollar design and construction contracts, and developed programs to increase WMBE participation in building projects. His ongoing goal is to achieve sustainable solutions that balance social, environmental and economic interests. Strategic Brownfield redevelopment along the MLK/Montgomery corridor will work towards achieving this balance. Manuel Dominguez will serve as the City's **Brownfields Coordinator**, managing the program on a day-to-day basis, prepare reports, coordinate site selection processes, and interface with property owners. David Maxwell, (Director of Finance), will serve as the **Financial Director**. Mr. Maxwell is a Certified Public Accountant, has 20 years of municipal accounting experience, and has administered numerous federal grant programs in this tenure. John Bonam, Environmental Administrator, will serve

as **Technical Director** for the proposed brownfields project. Mr. Bonam holds a doctorate in Environmental Engineering from Kennedy Western University. Mr. Bonam will oversee the environmental consulting and technical brownfields activity. To ensure the highest caliber of technical expertise is available, the City intends to retain the services of an **environmental consulting firm** with experience in Georgia to execute the technical aspects of the grant. The City will begin the procurement process in full compliance with federal procurement procedures 2 C.F.R. 200 and EPA's rule at 2 C.F.R. 1500 and have the project team in place to begin project activities upon execution of the cooperative agreement.

c. Measuring Environmental Results: Anticipated Outputs/Outcomes The City of Savannah's project team will track and measure the following task-specific outputs and outcomes in ACRES and in quarterly and closeout reports. Success of its brownfields project will be measured and tracked as follows:

Task and Responsible Party for Oversight	Output Measurement	Outcome Measurement
Task 1: Site Characterization Assessments <i>Oversight:</i> Environmental Consultant and Technical Coordinator	<ul style="list-style-type: none"> Number Phase I assessments completed Number of endangered species and cultural history surveys conducted Number of Phase II assessments completed 	<ul style="list-style-type: none"> Number sites and acres assessed Acres of property surveyed and number of surveys conducted Number of assessments completed and acres of Property assessed
Task 2: Cleanup and Redevelopment Planning <i>Oversight:</i> Environmental Consultant; Project Coordinator; Project Director	<ul style="list-style-type: none"> Number of ABCAs Quality and feasibility of redevelopment plans 	<ul style="list-style-type: none"> Acres redeveloped into greenspace Dollars leveraged in redevelopment Jobs leveraged and/or created Tax revenues of redeveloped properties
Task 3: Community Engagement <i>Oversight:</i> Public Outreach Communications Manager, Project Director	<ul style="list-style-type: none"> Number of stakeholder advisory committee (SAC) meetings Number of public meetings Quantity of outreach materials distributed 	<ul style="list-style-type: none"> Adoption final CIP Number of attendees at meetings Number of public inquiries received Circulation of printed materials
Task 4: Programmatic Support <i>Oversight:</i> Project Coordinator; Project Director; Financial Director	<ul style="list-style-type: none"> Number of entries into ACRES Number of timely reports to EPA 	<ul style="list-style-type: none"> Successful project measurement and tracking Timely, accurate project reporting and management of activities and finances

d. Past Performance and Accomplishments

ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal Assistance Agreements

a. Purpose and Accomplishments While it has not been the recipient of an EPA brownfields grant, the City of Savannah has been awarded the following grants, many of which have a common focus on low income poverty stricken residents and neighborhoods: **1)** Community Development Block Grant (CDBG) Human Services (\$309,235): Poverty reduction and special purpose grant to provide homebuyer education and fair housing information to persons of low and moderate income; **2)** CDBG Major Programs (\$1,653,821): Housing programs for income eligible persons and economic development funding for small businesses owned by persons of low and moderate income; **3)** HOME Investment Partnership Grant (\$1,212,899): Down payment assistance, relocation costs, and employee purchase programs to provide decent, safe, and affordable housing and to alleviate the problems of excessive rent burdens, homelessness, and deteriorating housing stock; **4)** Emergency Solutions Grant - Homeless Programs (\$174,789): Homeless prevention, street outreach, and emergency shelter programs for persons and families currently homeless or at risk of homelessness; and **5)** Robert Wood Johnson Foundation, Invest Health Grant – Collaborative planning grant to develop business plan for interventions along the MLK/Montgomery corridor that improve health outcomes in low-income communities.

b. Compliance with Grant Requirements The City was in full compliance with all associated work plans, schedules, terms and conditions of the grants identified above in 5.d.ii.a. Expected results were achieved in a timely manner. The City maintains a history of timely and acceptable reporting required by the awarding agencies. This partial portfolio of current leveraged potentially synergistic funding is a testament to the City of Savannah's ability to manage federal and non-federal grant monies.

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

11/15/2017

4. Applicant Identifier:

City of Savannah

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

City of Savannah

* b. Employer/Taxpayer Identification Number (EIN/TIN):

58-6000660

* c. Organizational DUNS:

0691910390000

d. Address:

* Street1:

P.O. Box 1027

Street2:

2 East Bay Street

* City:

Savannah

County/Parish:

Georgia

* State:

GA: Georgia

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

31401-1027

e. Organizational Unit:

Department Name:

Sustainability

Division Name:

Infrastructure & Development

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

* First Name:

Nick

Middle Name:

* Last Name:

Deffley

Suffix:

Title: Director, Environmental Svcs & Sustainability

Organizational Affiliation:

City of Savannah

* Telephone Number:

9126516909

Fax Number:

* Email: ndeffley@savannahga.gov

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-17-07

* Title:

FY18 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

2018 EPA Community-Wide Brownfield Assessment grant for the Martin Luther King Boulevard / Montgomery Street Corridor from Bay Street south to Exchange Street.

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: